

**Beyond COMPSTAT:
Accountability Driven Leadership in a Statewide Agency
The Washington State Patrol - Effectiveness through Efficiencies**

By

Ronald W. Serpas, Ph.D.,
Chief, Washington State Patrol

On August 1, 2001, Governor Gary Locke appointed Ronald W. Serpas¹ Chief of the Washington State Patrol (WSP) after conducting a nationwide search. The WSP is a statewide general authority law enforcement and public safety agency with over 2,200 employees and a biennial budget in excess of \$338 million.² The purpose of this article is to describe how a process known for the effective policing of American cities, COMPSTAT, could be adapted and expanded to a statewide law enforcement and public safety agency.

On January 4, 2002, the WSP adopted an Accountability Driven Leadership model. Implementing this concept required a reengineering of an existing strategy known as the Strategic Advancement Forum³ (SAF) to infuse this new concept into the agency's culture. The WSP has adopted many of the principles of the COMPSTAT model. Moreover, the Accountability Driven Leadership strategy expands the idea of effectiveness and efficiencies through managerial accountability from law enforcement

¹ Immediately prior to his appointment to the WSP, Chief Serpas retired after a 21-year career with the New Orleans Police Department (NOPD), where he was appointed its first Chief of Operations in October of 1996. One of the most important responsibilities as the first NOPD Chief of Operations was implementing a dramatic reorganization of the department. Critical components of this reorganization included the full decentralization of investigative and community policing functions into the eight Patrol Districts, and the implementation of the COMPSTAT accountability model created by the New York City Police Department.

² The WSP is organized into six (6) Bureaus (Field Operations, Fire Protection, Forensic Services, Investigative Services, Management Services, and Technical Services). Bureau Directors and Deputy Chiefs form the WSP Executive Staff and lead the Bureaus.

³ The WSP had created an adaptation of COMPSTAT, in 2000, known as the Strategic Advancement Forum that met on a semi-annual basis to focus on advancing the agency's updated Strategic Plan.

specific to public safety and the general administrative activities of a diverse, statewide agency. The results within the WSP are extraordinary.

Beyond COMPSTAT: Accountability Driven Leadership in the WSP

The COMPSTAT model was created in the New York City Police Department (NYPD) under then Police Commissioner William Bratton. The driving force behind the creation of this policing strategy was Jack Maple.⁴ In essence, the COMPSTAT model requires four key, but yet very simple, strategies: 1) accurate and timely data; 2) effective tactics; 3) rapid deployment, and 4) relentless follow up. The COMPSTAT process is generally operationalized through a weekly forum where Executive Staff and Field Commanders provide an oral report that focuses on how their resources are being utilized in pursuit of these four strategies. Typically, crime mapping and other computerized data (thus the acronym COMPSTAT, short for computer statistics) are reviewed in detail, and compared to the four principles as outlined above. Commanders are held personally responsible for the activities within their units. The results in New York were dramatic, and this style of policing American cities became well known – quickly.⁵

By October of 1996, Jack Maple, and his business partner John Linder, had formed a consulting firm. The first police department to contract for their services, and to replicate the COMPSTAT success, was the New Orleans Police Department (NOPD). On October 14, 1996, then NOPD Superintendent Richard J. Pennington announced a

⁴ Jack Maple was appointed a Deputy Commissioner of the NYPD by former Police Commissioner William Bratton. Maple was a career New York Transit Authority Officer, rising to the rank of Lieutenant, before his appointment with the NYPD. Maple's innovative strategies of policing revolutionized the safety of transit users, and the impact of his strategies in the NYPD has been widely reported. Maple's impact on modern policing cannot be over stated, and his premature death in August of 2001 was a great loss to American Law Enforcement.

⁵ This brief introduction is not intended to be a full analysis of COMPSTAT as most police practitioners are familiar with its central concepts and themes.

dramatic reorganization of the department, and the hiring of the *Linder/Maple Group*⁶ to advise and consult with the NOPD on how to implement the COMPSTAT model. The success of this strategy was remarkable, and stood the test of time.⁷ As the first Chief of Operations of the NOPD, one of the primary duties was the implementation and the on-going management of the COMPSTAT policing model within the NOPD. From October 1996 until July 2001, as Chief of Operations, a key responsibility included directing and leading the weekly COMPSTAT meeting of the NOPD. The NOPD became a national and international model of how to implement, but more importantly, sustain the practice of COMPSTAT. At the same time, the COMPSTAT model flourished and was adopted, in some form or another, in many cities across the United States.

The WSP believes that its Accountability Driven Leadership model embraces many of the principals of COMPSTAT, and includes new and evolving strategies to hold non-traditional policing activities (e.g., State Fire Marshal and State Toxicologist duties) to these same standards of accountability by using accurate and timely data, effective tactics, rapid deployment, and relentless follow up. COMPSTAT has been very successful in reducing crime and providing direction in a law enforcement setting.

⁶ The *Linder/Maple Group* consulted with many large and small agencies over the ensuing years, demonstrating the utility and success of the COMPSTAT process.

⁷ During the years, 1997 through 2000 the NOPD led the nation in reducing the violent crime rate of cities over 250,000 in population, when compared to 1996. In 2000, the NOPD trailed the Newark Police Department, an agency that had also adopted the COMPSTAT process and employed the services of the *Linder/Maple Group*, by less than ½ of one percent, in leading the nation in reducing rates of violent crime that year. According to the University of New Orleans, Quality of Life Bi-Annual Survey, April 2000, “New Orleans voters feel safer than they have at any other time since 1986... the belief that crime is decreasing has increased from less than 1% to 57% in six years (1994-2000)... In every Quality of Life Survey from 1986-1996 large majority thought crime in the City was increasing. Two years ago, 20% held that view, today only 15%. Thus, the belief that crime is increasing has dropped 79% in six years... Over a four year period, the percent spontaneously mentioning crime as the biggest problem has declined from 70% to 26%... Evaluations of the New Orleans Police continue to remain high... four years ago only 23% of voters in the city gave the police positive ratings, but today that figure is 48%... the most dramatic increase occurred following the 1996 police reform program.”

However, the challenge for the WSP was to expand the concept to other areas in public safety and general management, for example:

- Children and senior citizens at risk because they are living in facilities that are out of compliance with fire safety codes
- Budgetary practices that historically result in overspending, inefficiencies, and under achievement
- Forensic Laboratory Services being timely provided to law enforcement and coroners statewide while ensuring quality and correctness
- Traditional management functions such as accounting, fleet and property management, human resources and information technology

Can an Accountability Driven Leadership model create the opportunity for the agency's Chief Executive to bring together the diverse character of law enforcement, Fire Marshal's services, Crime Lab services, statewide emergency communications system and infrastructure, sworn and professional staff, into a single entity focused on "making a difference" every day in delivering quality public service?

It is critical to pursue more than just matters of efficiency – how many reports written, how many tickets issued, or how many people arrested (outputs). It is the pursuit of effectiveness (outcomes) that has hallmarked COMPSTAT, and in this case, the furtherance of an Accountability Driven Leadership model within the WSP.

Effectiveness can be measured in many different ways: how many less crimes occurred, how many fewer lives were lost to DUI, or how many more people are living in facilities that are fire code compliant. Bridging the gap from a law enforcement centric strategy of policing to a strategy of comprehensive public safety and effective management of a

large multifaceted agency is at the heart of the efforts of the WSP's Accountability Driven Leadership model.

The Washington State Patrol and the Strategic Advancement Forum:

The WSP was created in 1921 as a general authority statewide law enforcement agency and the Washington State Legislature has added several public safety responsibilities over the years. The WSP performs traditional traffic law enforcement, commercial vehicle enforcement, and other regulatory duties as its primary mission. Although not exhaustive, the WSP also has statutory responsibility for maintaining and/or managing the:

- Statewide Forensic Laboratory Services
- Statewide Criminal History Repository System
- The Consolidation of Criminal Justice Information Services
- Statewide Automated Fingerprint Information System
- State Fire Marshal's Office
- Investigation and monitoring of Organized Crime
- Narcotics investigations and task force operations
- Chair of the Governors Methamphetamine Coordinating Committee
- Criminal intelligence operations and a computerized statewide intelligence system
- Tax evasion and fraud investigations
- Criminal and administrative investigations at the request of local and state law enforcement and prosecutorial jurisdictions
- Statewide Emergency Communications Infrastructure with a value of \$1 billion
- Missing Childrens Clearinghouse
- Missing and Exploited Childrens Task Force

In March 1999, the WSP began to study the potential of implementing a COMPSTAT strategy. After reviewing the strategies of the COMPSTAT process, the WSP created a similar model, but instead linked it to the agency's Strategic Plan. In July 2000, the WSP adopted a strategy known as the Strategic Advancement Forum (SAF). The SAF's were not created as, or to be used as, a personal performance evaluation

process. After assessing the internal environment of the WSP at that time, a decision was made to conduct the SAF process on a semi-annual basis where District/Division commanders made a presentation to the Chief, Assistant Chief, and their respective Bureau Commander. Because the agency's Strategic Plan⁸ had recently been updated, and the new SAF process was intended to drive the implementation of the Strategic Plan. The original SAF in July 2000 focused on questions such as:

- What have you done to implement the strategic plan? (administrative)
- What happened? (descriptive – included process in establishing performance measure baselines)
- Why do you think that happened? (diagnostic)
- What is next - what are alternatives? (creative)
- What do you think will happen? (predictive)
- Which is the best choice? (evaluative)

The SAFs scheduled for the fall of 2001 (the third iteration) were presented as planned. The SAF was informative but not timely, as the data reported was up to six months old, and was incomplete. The SAF did not focus attention on effective tactics or rapid deployment. For example, one SAF presenter discussed efforts to reduce DUI and speed related collisions, but there was no clear link made in the data or presentation about the efforts of the work unit to assess, compare, or enhance DUI or speed enforcement to achieve the desired outcome. The last principle of relentless follow up was not met, as the SAF meeting was scheduled on a semi-annual basis.

Another limitation of the SAF was that the Commanders knew what specific areas would be covered prior to the SAF. The SAF was limited to these pre-planned areas. In other words, at one of the SAF's in the fall of 2001, a Commander outlined that the

⁸ The WSP Strategic Plan at that time had been published in 1998. The Strategic Plan has been rewritten and is scheduled to be implemented by July 1, 2003.

presentation would cover three of the agency's strategic goals for that unit (the total goals were many more than three). When queried as to other fundamental elements of the unit's performance, the Commander commented that those items would require follow-up, as that topic was not listed on the items to be covered at the SAF presentation. Nonetheless, the Commander's presentation of the pre-planned items was thorough and delivered in a professional manner.

To move to a full integration of an Accountability Driven Leadership model, the WSP needed to incorporate the core principles of the COMPSTAT process that were not being fully utilized with its existing SAF process. The new process also had to increase the focus on Accountability Driven Leadership through efficiencies (outputs) and effectiveness (outcomes) of all WSP Bureaus and commands and the integration of those efforts in a unification of all WSP activities. Finally, the new process had to become dynamic, and the re-invention of the SAF to operationalize the Accountability Driven Leadership paradigm was completed after WSP Division/District leaders were brought into the process of developing a reengineered SAF. The organization wide commitment to this process would include District/Division leaders attending the SAF meetings, each observing their peers, regardless of assignment (sworn versus professional staff, field force, or budget office), being held accountable to the same standards of performance.

Accountability Driven Leadership – A Focus on Effectiveness and Efficiency

On January 4, 2002, the WSP implemented a new and revised SAF strategy that would be used to establish the Accountability Driven Leadership approach. A weekly SAF schedule allowed for relentless follow-up, using greatly expanded measures of efficiency (outputs) and development of effectiveness (outcome) measures to achieve the

goal of accurate and timely data that is linked to the purpose of the agency. The original SAF strategy of meeting once every six months did not provide for a sense of urgency within the agency, and did not provide for timely monitoring or response to critical issues that may be developing simultaneously. Another central component of the reengineered SAF was the unpredictability of questioning by the Executive Staff during the process. It is true that the data collection strategy can, and will, direct much of the questioning. However, it is the full integration of efficiencies (outputs measured) and effectiveness (outcomes desired and measured) that is used to assess the tactics and deployment strategies through critical questioning, ensuring the success of an Accountability Driven Leadership model.

A weekly meeting strategy of agency executives and division heads, much less a statewide law enforcement and public safety agency that encompasses a jurisdiction of over 62,000 square miles, over 17,500 miles of roadways, 1,700 miles of coastline and borders to Canada, Oregon, and Idaho requires a significant amount of organizational energy and commitment. The creation of SAF reporting formats, data collection and analysis tools, meeting time, etc., can be overwhelming; but it is an effort that is completely linked to the direction of the agency and the desired outcomes. As one senior staff member commented when asked if all the time and energy required to implement this Accountability Driven Leadership strategy was worth it replied, “whether we meet in the SAF and make things happen, or meet in endless staff meetings that accomplish little, I prefer to spend those same hours making things happen.”

Every Bureau and their Divisions/Districts would participate in the SAF process. Each Friday, the Executive Staff (Chief and Bureau Directors) conduct the SAF meeting.

Each Bureau Director facilitates the presentation and questioning of their Division/District leadership teams. All Bureau Directors are encouraged to question presenters, and the Chief will engage as necessary. Due to the nature, deployment, and size of the agency, the only way to manage the weekly process was to assign each Bureau a recurring Friday of the month. For example, the Management Services Bureau and the Forensic Laboratory Services Bureau may conduct their SAF presentation the third Friday of every month. As a result, each Bureau and its leadership teams come before the Chief and Executive Staff once every month. This strategy allows for the Chief and Executive Staff to meet weekly to monitor and direct the entire agency.

Each Bureau was directed in the fall of 2001 to create Bureau wide efficiency (output) measures with linked effectiveness (outcome) measures to serve as the basic components of the new Accountability Driven Leadership paradigm, with SAF presentations becoming the forum to monitor the agency's progress. This was a critical expansion beyond the original SAF's linkage to the Strategic Plan. For example, the Field Operations Bureau articulated four core traffic law enforcement efficiencies to guide the actions of road troopers: 1) DUI enforcement; 2) Aggressive Driving enforcement; 3) Seatbelt Enforcement; and 4) Dangerous Speeding enforcement. The combination of these four efficiency measures are believed to be those most likely, taken together, to have the potential of altering driver behavior thus preventing collisions.

These four actions do not represent the only valued activities of the field force, but serve as a baseline, and a link, to measure and report against the goal of reducing collisions, injuries, and fatalities. The effectiveness is measured by District rates of property damage, fatality, injury, speed, and DUI related collisions. Just as with any law

enforcement effort intended to alter behavior, there must be a link to effectiveness (reduced collisions, injuries, fatalities, etc.) through the monitoring of efficiencies (increased enforcement). There are many uncontrollable variables at play in the efficiency and effectiveness of law enforcement and public safety initiatives, related to increases or decreases in desired outcomes. Clearly, law enforcement and public safety agencies cannot be singularly recognized for changes in either direction of outcome achievement; but law enforcement and public safety agencies do play a role in altering effectiveness (outcomes) of interest by increasing emphasis on relevant efficiencies (outputs).

The identification of core mission elements in each Bureau was critical to establishing the measures of efficiencies that would be set, and then linked to the measures of effectiveness desired. This retrospective look within each Bureau⁹ was also a critical step in creating the environment necessary for change. It also facilitated establishing an atmosphere focused on collaboration, aggressive decision-making, risk taking, and sustainable success. It is important to note that these measurement strategies are constantly changing as new information and ideas become known. As the agency matures in this process, it invariably learns what fresh and evolving issues it desires to measure and therefore affect.

Beyond just measures of effectiveness and efficiencies in activities, each District/Division is also responsible for managing and reporting on its budget. Although

⁹ Four of the six Bureau directors were new appointments made in October of 2001. To ensure direct accountability of the Executive Staff to the Chief, the Assistant Chief's position was eliminated and the Management Services Bureau was created. At the same time, the Administrator of the Human Resources Division and the Director of the Budget and Fiscal Services Division positions were civilianized (both positions were historically held by a WSP Captain) and new appointments of career professional staff personnel were made to these positions.

certain divisions had budget management responsibilities prior to 2002, they had not been required to report to the Executive Staff on their budget, nor was this practice widespread within the agency. Additionally, the new strategy provided that budget management responsibilities were decentralized to the lowest possible level, including District commands in January 2002. This provided an expanded number of leadership personnel the authority to acquire and expend funds for equipment, supplies, and overtime as needed, while retaining the accountability to the agency by reporting in the SAF on the “bottom line.” The WSP believes that the empowering District/Division leaders with budgetary authority dramatically improved the budget management process, the growth of its managers, as well as their staffs.

Significant efficiencies have been realized in the areas of supplies, equipment, and overtime, because each commander/administrator is given a dollar allotment to work with and then held responsible for balancing their own “checkbooks.” The decentralizing of the budget process also provided managers with a more realistic understanding of what it cost the WSP to run its business, thereby making them better financial managers and decision makers. Finally, the decentralization provides an accelerated process for ordering and providing supplies, equipment, and overtime at the lowest level of execution without the cost and time of going through the bureaucracy of headquarters.¹⁰

¹⁰ The WSP operates on a July through June fiscal budget year, in two-year biennial budgets. At the end of the 2001 Fiscal Year (June 30, 2001), the Field Operations Bureau overtime fund was overspent by nearly one million dollars. During this same time, Field Force productivity was at 10-year lows. By November 2001, five months into the new 01-03 biennial budgets, Field Force Overtime was overspent by \$258,000. At the end of calendar year 2002, the Field Force Overtime budget had a positive variance of \$11,500, while simultaneously Field Force activity was at 10-year highs. Overtime and supply funds were placed under the control of District Commanders, under spent, and those dollars reassigned to purchase needed equipment and supplies. Efficiencies gained in FOB budget management of overtime and supplies has allowed for the purchase of new firearms for every commissioned member of the WSP –\$270,000 expenditure, as well as a \$211,000 investment in an agency wide T1 communication lines and email upgrades within 01-03 agency allotments.

Commanders are free to make budgetary decisions within monthly allotments, across these fund types, in the pursuit of managing their District/Division effectively and efficiently.

The SAF forum provides an unparalleled opportunity for agency leaders to articulate strategies they have created to solve problems. The sharing of successful strategies is critical to “raising the bar of performance” of all agency leaders. The observation of peers taking chances with their resources and attaining valuable outcomes inspires others to rise to the same level of performance. The “cross-pollination” of the participants (sworn and professional staff from many different units) at the SAF demonstrates internally and externally to all that a team of leaders is working in a coordinated and collaborative way to ensure the overall success of the agency. Moreover, one leader’s success can, and should be, replicated in other areas of the department. This team building also provides a remarkable opportunity to grow risk takers within the agency.

Risk taking can be fostered when the Chief and Executive Staff recognize that efforts made for the right reasons may nonetheless sometimes fail. The response to these failures, in a public and positive way, sends the unmistakable message that risk taking in the pursuit of commendable goals can become positive learning experiences for all, will be tolerated, and in fact is encouraged. This is not to say that error on the part of leaders goes unchecked or unnoticed – it is the intention of the error that matters. Clearly, leaders who are unwilling or unable to perform their duties in an acceptable fashion are not tolerated in the WSP’s model of Accountability Driven Leadership. Holding leaders accountable with reliable and predictable direction from the Executive Staff and Chief is

one of the fundamental goals of Accountability Driven Leadership. The agency's weekly SAF ensures strict accountability of all leaders and provides for a "safety net" ensuring that errors will not go unnoticed. The combination of these strategies provides an environment that encourages aggressive decision-making and the growing of risk takers within the agency, while also holding leaders accountable for the performance of their command.

Throughout calendar year 2002, the SAF was conducted at the Bureau level only. Beginning in January 2003 the SAF process was driven down to the District/Division level, with the Bureau Director or Deputy Chief assessing the performance of their subordinate leadership teams. In addition, Bureaus were encouraged to invite external stakeholders to observe and participate in District/Division level SAFs.¹¹ This strategy also encourages and institutionalizes the practice of Accountability Driven Leadership throughout the agency. It was a conscious decision to do one full year of Bureau level SAFs only, so that leaders could develop a solid understanding of how the reengineered SAF process would help to inculcate Accountability Driven Leadership and a subsequent increase in their confidence as these Division/District leaders develop their management teams.

Results

The results of the WSP's focus on Accountability Driven Leadership, within every component of the WSP, have been dramatic. Each Bureau of the agency has realized remarkable changes in efficiencies and effectiveness. It is important to note that

¹¹ The Fire Protection Bureau (State Fire Marshal's Office) has invited key stakeholders in the licensing area to observe and participate in their SAF. The Commercial Vehicle Division has invited leaders of the Trucking Industry to attend their SAF. The Investigative Services Bureau Divisions SAFs have been attended by local and county law enforcement agencies. Media and Legislative Staff representatives have attended agency SAFs.

during the calendar year 2002, the WSP did not experience general increases in staffing or funding. In fact, due to budget constraints at the state level, funding and FTE authorization, generally, have remained static, or in some cases reduced within the agency. The Field Operations Bureau and Commercial Vehicle Division data covers a 22-month period of review, and the remaining Bureaus data cover the calendar year 2002 compared to 2001.¹² Although not exhaustive, below is a brief listing of some of the successes in each Bureau.

22 Months Before and After Comparison:
March 2000 through December 2001, versus January 2002 through October 2003

– **Field Operations Bureau**

Agency Arrests or Infractions Issued				
Violations	March 00 – Dec 01	Jan 02 - Oct 03	Difference	% Change for Period
DUI	25,664	35,987	10,343	40%
Seat Belt	81,682	144,227	62,545	77%
Speed	297,549	468,689	171,140	58%
Aggressive Driving	30,311	80,347	50,036	165%
DRE Evaluations	574	1116	542	94%
Felony Warrant	3,323	4,468	1,145	34%
Misdemeanor Warrant	10,860	15,946	5,086	47%
Drug Arrest – Felony	2,178	3,467	1,289	59%
Drug Arrest - Misdemeanor	7,739	13,337	5,598	72%
Asset Seizure Cases - Traffic Stop Initiated				
Narcotics Arrest	155	204	49	32%
Total Traffic Stops	2,251,557	2,705,175	453,618	20%
Total Citizens Complaints Filed against Troopers	328	229	(99)	-30%
Total Misconduct Complaints	597	494	(103)	-17%

¹² The Field Operations Bureau data collection effort was more advanced than the remaining Bureaus for much of 2001. At this time, the data collection system at the disposal for Field Operations Bureau is current within the preceding 24-36 hours, depending upon data entry timing. This collection strategy is being expanded throughout the WSP.

Agency Collisions	Mar 00 – Dec 01	Jan 02 – Oct 03	Difference	% Change for Period
Non-Reportable	12,806	11,679	(1,127)	-9%
Property Damage	34,230	36,008	1,778	5%
Injury	21,292	18,900	(2,392)	-11%
Fatality	624	598	(26)	-4%
Total	68,952	67,185	(1,767)	-2.5%

Injury Collisions By Highway Type	Mar 00 – Dec 01	Jan 02 – Oct 03	Difference	% Change for Period
Interstate	8,374	7,276	(1,098)	-13%
State Route	10,766	9,855	(911)	-8%
County Road	2,149	1,769	(380)	-18%
Other	3	0	(3)	-100%
Totals	21,292	18,900	(2,392)	-11%

Fatality Collisions By Highway Type	Mar 00 Dec 01	Jan 02- Oct 03	Difference	% Change for Period
Interstate	146	115	(31)	-21%
State Route	336	348	12	4%
County Road	142	134	(8)	-6%
Totals	624	598	(26)	-4%

Seat Belt Collisions By Highway Type¹³	Mar 00 Dec 01	Jan 02- Oct 03	Difference	% Change for Period
Interstate	265	184	(81)	-31%
State Route	577	358	(219)	-38%
County Road	174	143	(31)	-18%
Totals	1016	687	(329)	-32%

– **Commercial Vehicle Division Enforcement Efforts (CVD)**

CVD Totals	Mar 00- Dec 01	Jan 02 – Oct 03	Difference	% Change for Period
Total Stops	218,483	288,117	69,634	32%
Speed	12,298	24,834	12,536	102%
Follow Too Close	918	2,665	1,747	190%
Total Aggressive Driving	265	1,938	1,673	631%
Commercial Vehicle Inspection	121,681	219,346	97,665	80%

¹³ Collision investigations that determine an occupant or driver in a vehicle was not wearing a seatbelt as required by law.

- Fatalities involving commercial vehicles at a five year low:
 - 2002=50
 - 2001=56
 - 2000=65
 - 1999=66

Calendar Year 2002 compared to 2001

Updated 2003 YTD through October

- **Investigative Services Bureau**
 - Computer Crimes Unit – 123 cases, a 6% increase¹⁴
 - 57 Child Pornography Cases, a 37% increase
 - 20 Statewide Byrne Fund Narcotics Task Forces: WSP lead in 9
 - SWAT opened 50 proactive Methamphetamine investigations versus 7 in 2001 while conducting 40 Tactical Operations & 226 Methamphetamine Lab investigations
 - 2003 YTD up 25%
 - Methamphetamine/Drug Awareness Students trained, was up by 1,284, an increase of 54%
 - State Asset Seizure funds deposited increased by \$90,580, a 59% increase
 - 2003 YTD up 104%
 - Auto Theft Cases Opened up by 59, an increase of 19%
 - 2003 YTD up 105%
 - Auto Theft Arrest up by 40, an increase of 310%
 - 2003 YTD up 473% (90)
 - Fuel Tax Evasion Cases opened up by 72, an increase of 138%
 - Fuel Tax Evasion assessments for the first six months of FY 03 (July 02-Dec 02) were up \$574,982, an increase of 117% compared to the full FY 02 (July 01-June 02)
 - Fuel Tax Evasion dollars recovered for the first six months of FY 03 (July 02-Dec 02) were up \$129,852, an increase of 116% compared to the full FY 02 (July 01-June 02)
 - Overall Detective Activity: 2003 compared to 2002 through October
 - Cases completed up 38% (232)
 - Cycle time (mean) down 17%
 - Cases submitted to prosecutor up 19%
 - Cases declined by prosecutor down 38%
 - Declination rate down 48%
- **Forensic Laboratory Services Bureau**
 - Completed 994 DNA cases, a 10% increase over 2001
 - 2003 YTD up 19%

¹⁴ This unit also handled 28 narcotics and 3 homicide cases. The top six case types were child pornography, fraud, narcotics, child molestation, theft, and identity theft.

- 4% decrease in backlog of cases pending DNA (receive 96 new cases/month)
- Toxicology lab experienced an 11% increase in cases (receive 1,100 new cases/month), completed 12% more cases, and maintained a median turnaround of 6-8 days
 - 2003 YTD cases received up 7.5%; completed up 12%
- Chemistry Section backlog of 1,905 cases was reduced to 919 cases (660 new cases/month), and the median age of cases awaiting analysis dropped from 47 to 18 days by year's end
- **State Fire Marshal – Fire Protection Bureau**
 - 120 Days – Health Care and Child Care facilities out of code compliance
 - January 2002 = 31, end 2002=5, 2003 YTD=0
 - 180 Days – Boarding Home and Nursing Home facilities out of code compliance
 - January 2002 = 48, end 2002=2, 2003 YTD=0
 - State Fire Marshal fire code inspection activity up 21%
 - 400 additional inspections of child care centers, nursing homes, boarding homes, alcohol/drug treatment facilities – housing 70-75,000 vulnerable people
 - 2003 YTD Inspections up 43%
 - Average days to compliance after fire code violation notice
 - 2001=90
 - 2002=49
 - 2003 YTD=38
 - National Fire Incident Reporting System (NFIRS 5.0)
 - 2001=60 Fire Departments of 544
 - 2002=220 Fire Departments of 544
 - 14% increase in students trained at Fire Basic Training Academy¹⁵
 - 2003 YTD up 12%
 - 18% increase in training to local/state First Responders to Terrorism awareness and operations
 - 30% increase in HAZMAT Training local/state agency First Responders in awareness and operations
 - 2003 YTD up 52%
- **Technical Services Bureau**
 - Increase of 9% in 911 calls received and processed (779,000)
 - Reduced overtime by 9%
 - 2003: Implemented new Computer Aided Dispatch System
 - Information Technology Division (ITD) reduced production time by 29% (maintaining systems) allowing more time for system enhancements and project management

¹⁵ The WSP Fire Training Academy is an Enterprise organization providing Basic Firefighter and Advanced Fire Fighting Training to career, volunteer and private students. The WSP Fire Training Academy uses fossil fuel, a unique training opportunity in the nation, and propane fuel for its training props. Student enrollment is a function of active recruitment and marketing of the services provided.

- WSP ITD success rate is 67% compared to the national average of 28% of all IT projects nationwide
- Criminal Records Division (CRD) reduced the Felony Disposition backlog time from 13 months to 3 months
 - 2003 YTD, Felony less than 4 weeks; Misdemeanor less than 4 months (down from 42 months in January 2003); 355,000 total backlog in January will be eliminated by December 2003
- CRD eliminated the Fingerprint Backlog Disposition Project
 - January 2002 = 147,000 print cards in backlog
 - December 2002 = 0
 - 2003 YTD maintained current all records
- **Management Services Bureau**
 - Biennial Budget of \$338 million managed to within one percent of appropriation
 - Accounts Receivable Balances reduced 45% from \$1.1 million to \$600,000
 - 2003 YTD balances below \$50,000
 - Increased percentage of “hands off payments” from 35% to 85%
 - 2003 YTD 97%
 - Increased percentage of women candidates for trooper positions
 - Total Trooper Cadets hired 2002 = 14% Female
 - WSP female troopers = 7.4% of staff (above national average of approximately 6%)
 - 2003 trends continue

The WSP understands that many different variables contribute to the successes and challenges of the outcomes realized by the data presented. Public safety and law enforcement strategies can only be one of those many variables. However, it is important to recognize that these positive changes to both efficiencies and effectiveness, brought about by our Accountability Driven Leadership model, undoubtedly played some role in the ultimate outcomes presented across the entire WSP.

For example, the National Highway Traffic Safety Administration has sponsored several studies over the last 30 years attempting to identify causality in roadway collisions. Taken together, this research consistently reported that driver behavior, or

human factors, account for in excess of 90% of collisions.¹⁶ These conclusions lead law enforcement officials to believe that effective enforcement of traffic laws has the potential to change driver behavior. Further, numerous studies have indicated that wearing seatbelts¹⁷ can reduce injuries and save lives, therefore enhanced enforcement can have the ultimate potential of reducing injury and death. Additionally, the preliminary 2002 versus 2001 Washington State Department of Transportation analysis of roadway usage estimates that the 100 million vehicle miles driven on rural roadways increased 3%, and 100 million miles vehicle driven on urban roadways increased by 2%, resulting in an overall increase of 2% on all Washington roadways. Traffic law enforcement seeks to make roadway conditions safer through driver education and enforcement. The data presented herein suggest, even when vehicle miles driven increased, the WSP's focus on its core traffic law enforcement mission, in a coordinated strategy (i.e., directed enforcement of DUI, Aggressive Driving, Speeding, and Seatbelt), may have played a considerable role in reducing collisions, injuries and fatalities.

Another significant and critical concern of the WSP is the impact the Accountability Driven Leadership model may have on the historically positive support the WSP has enjoyed from the public. According to Michael J. Gaffney, Assistant Director Division of Governmental Studies and Services, Department of Political Science and Criminal Justice Program, Washington State University,

“The Washington State University's Division of Governmental Studies and Services conducts periodic citizen surveys under contract with the Washington State Patrol. Using a "Dillman method" three-wave mail format, these surveys are scheduled approximately every two years, and the seventh such survey is currently about half-way through the

¹⁶ See generally: *The Relative Frequency of Unsafe Driving Acts in Serious Traffic Crashes*, NHTSA, January 2001; *University of Indiana Tri-Level Causal Analysis*, NHTSA, 1979.

¹⁷ Washington State implemented a Primary Seatbelt law in June of 2002.

administration process. Confidence in the final results of these surveys is uniformly high, given the number surveyed and the response rates experienced. Preliminary analysis of the data compiled to date in response to this seventh survey indicate that the Patrol continues to be well-respected by the citizens of Washington. Indicators regarding trooper professionalism, trooper competence, trooper reliability, WSP performance and overall mission performance continue to demonstrate that the Patrol is widely viewed in a very favorable light by the people of the State. Trends in responses over time indicate that the Patrol has not suffered a decline in ratings on these critical indicators despite a marked increase in enforcement activity. Of particular note is an issue addressed in this iteration of the survey - the question of support for seatbelt enforcement under Washington's new "primary offense" law. Even for this area of new, aggressive enforcement activity, the Patrol is viewed in a positive light, with very nearly seventy percent (69.6%) of respondents to date approving of the WSP enforcement program. The same response pattern exists with regard to DUI enforcement (77.8%), as well. Finally, both this year's responses to date and the trend analysis indicate that the Patrol is meeting the needs of Washington citizens, with over eighty percent (82.9%) of this year's respondents indicating they are satisfied with Patrol services and overall performance (87.4%). Projections from this preliminary analysis are that the Patrol will once again be shown to enjoy a strong level of support within the state."

The overall performance of the WSP since implementing its Accountability Driven Leadership strategy has been remarkable. Significant accomplishments have been realized in every Bureau of the WSP. As we concluded the 15th month of this strategy (ending March 2003), the trends witnessed in calendar year 2002 are accelerating throughout the agency.

Observations

The WSP's Accountability Driven Leadership model may be called many things – COMPSTAT, SAF, FASTRACK, etc. The WSP uses a weekly SAF meeting of agency leadership provided with data that is timely and accurate, to relentlessly follow up on resource deployment and decision-making. Holding leaders accountable for their decisions to further the overall goals and objectives of the agency is the essence of the

WSP Accountability Driven Leadership strategy. What the data demonstrates is that a statewide law enforcement and public safety agency can achieve remarkable and new successes by incorporating many of the components of the COMPSTAT process. Moreover, by expanding to a broad-based Accountability Driven Leadership model, including many non-traditional law enforcement activities such as fire code enforcement, first responder training, regulatory duties, forensic services, information technology initiatives, and general management processes, the WSP has successfully overcome many logistic and cultural hurdles, achieving notable results.

The WSP's Accountability Driven Leadership model uses efficiency measures linked to effectiveness outcomes to build a collaborative and coordinated agency that supports risk taking in an aggressive decision making environment. The SAF process is the driving force in implementing Accountability Driven Leadership. This forum gives the Chief and Executive Staff the opportunity to set unambiguous expectations of professional performance, communicate the vision of the agency, and ensure sustainability of success.

As structured and operationalized within the WSP, we believe the following successes are noteworthy:

Setting the Tone This process, while time consuming to the agency, drives success by requiring accountability of all - the Chief, Executive Staff, management teams, and staff at all levels of the agency. Accountability starts at the top. When an agency witnesses its senior leadership and the Chief investing their time on a weekly basis to ensure the success of the agency, a sense of urgency is cultivated that is vital to

creating the environment to continuously improve the Accountability Driven Leadership model.

Creating Knowledgeable Leaders Taking the traditional COMPSTAT process and using it in a statewide law enforcement and public safety agency may be unique. Bringing a statewide agency together for weekly SAF accountability meetings is a complex task logistically. The merging of traditional law enforcement, public safety and general administrative duties to form one agency driven by accountability has been successful. The permanent use of the SAF, down to the District/Division level, ensures a deeper and more detailed knowledge the leadership of the WSP has about their unit's efforts, as well as the efforts of the entire agency. These leaders then become experts on the WSP, not just their Bureau, District, or Division. As these leaders conduct their duties in the agency they are better prepared to more fully understand the agency wide impact of their decisions. As these leaders interact outside the agency, their expanded knowledge base gives them increased credibility as they discuss the entire WSP with others. The WSP has overcome any logistical barriers, and created a system that brings critical leadership to the table, in a collaborative and coordinated way to ensure the success of statewide public safety initiatives.

Highlighting Excellence by All Staff The WSP has expanded the traditional COMPSTAT meeting format from law enforcement centric, to other public safety related fields and traditional management activities of any large organization. The WSP leadership team, as a whole, is better informed now about the entire mission of the patrol, and how every unit must work in a collaborative fashion. The opportunity to bridge sworn and professional staff into one unified force is critical. In the WSP, and probably

many other agencies, there can be a friction between sworn and professional staff, each side believing the other does not recognize or value their contribution. This was at play in the WSP in the summer of 2001. The weekly SAF gives each branch of the agency the opportunity to witness that their contributions are important, and all personnel witness the entire agency continuing to move forward. The WSP model also shows the leadership team that sworn and professional staffs are being held to the same standards of excellence and accountability, thereby demonstrating that every unit is critical to the success of the WSP. Their attendance gives each leader the chance to recognize how their unit has contributed to the success of the agency. Each leader can see that while their personnel's efforts and successes have been demonstrable, other units and personnel are also contributing with great examples of superior performance. As one group rightfully celebrates the success of their contributions, they are reminded that many other groups are also performing at remarkable levels. This process supports a synergy of excellence that is promoted and maintained throughout the agency.

Building Teams Through Collaboration When the agency's leadership teams observe the Executive Staff, working together in a collaborative and coordinated fashion, solving problems in real time, team building becomes the standard of the day for the entire agency. In many large and complex organizations, the conflict over scarce resources between divisions of labor can often causes these groups to work at cross-purposes in search of those resources to fulfill their perceived duty to the agency. At worst, these groups can work against each other's efforts and create isolationist feelings in the agency. In the WSP's Accountability Driven Leadership model, it is common, and expected, for all Bureau Directors to commit immediately the resources under their

control to solve a common problem. Gone are the days of endless correspondence, back and forth, between one organizational group and another, attempting to solve problems. In this forum, the Chief holds his/her Executive Staff to high standards of accountability, collaboration, coordination, and decision-making. This public forging of consensus in the SAF meeting is a clear sign to the entire agency that collaboration and execution of coordinated decisions is expected. This creates momentum by demonstrating that different organizational units can and *must* cooperate to build a successful organization.

Facilitating Honest Dialogue The SAF forum provides an unparalleled opportunity for the Chief to “lead.” In this forum, staff and bureaucracy do not protect the executive. Over time, the Chief and Executive Staff must seek to create and maintain an atmosphere of open and honest dialogue. The Chief has to set this tone, and be true to the notion of accountability of himself/herself and those empowered to carry out the agency’s mission. Clearly, there exists the prospect that the Chief and Executive Staff will only “hear the good things,” but that is not what this process advocates. Critical questions must be asked, and answers must be given – sometimes those answers will not be what the Chief expects to hear, or for that matter is allowed to hear through the bureaucracy. This forum provides the Chief the environment to exercise his/her informal authority over the agency, to set expectations of behavior, and to bring diverse people and wide-ranging issues into focus.

Solving Problems Immediately This forum builds decision-making confidence in the leadership team. This process allows the agency to review the most up to date and accurate data available, it brings the most gifted and talented leaders the agency has to one location with this information, it holds all leaders accountable to make decisions and

to attack opportunities for making immediate judgment on many issues. After seven years of practicing this style of leadership, the evidence is overwhelming – most decisions can be managed in this process. There are unique or more complex issues that require a formal problem solving process, but the vast majority of decisions are ensuring that organizational units and their leaders are working collaboratively. Immediate action inspires people to make decisions, and to dispatch to oblivion “paralysis through analysis.” The opportunity for leadership and staff to see immediate decisions being made inspires momentum on their part. When these leaders conduct SAFs within their own District/Division, by modeling the behavior of the Executive Staff, this momentum can and will continue throughout the agency. Additionally, since the accountability meetings are on a weekly basis, any decisions made can be evaluated within a week, or a month as appropriate.

Creating Positive Risk Takers Building decision-making confidence is integrally linked to supporting risk takers. Witnessing the Executive Staff and Chief making decisions in the SAF meeting helps to create risk takers. By modeling the behavior of the senior leadership, managers throughout the WSP experience growing confidence in their actions as well. Observing peers making decisions with resources and being positively recognized by the agency also creates risk takers. Probably most important though, is how the agency’s Chief and Executive Staff handle the errors that will occur. The SAF forum is an excellent venue to review an error, learn what went wrong so others do not replicate it, and not embarrass or demoralize leaders. *Unwavering accountability is not served by merely conducting a SAF accountability meeting with sarcasm and embarrassment strategies.* Among a room of professionals, a latent

pressure exists to be seen as competent and knowledgeable. Failure by a leader to demonstrate these traits in the SAF forum is embarrassment enough and does not require further humiliation by the Chief or Executive Staff. The overarching purpose of the public component of peer performance during SAF should be “critiquing” results, strategies and decisions, not “criticizing.” Criticism brings resentment and resistance – critiquing brings growth, confident decision-makers, opportunity, and risk takers. The Chief must provide real examples to demonstrate that taking a risk and failing is not a career ending process, while at the same time demonstrating an unyielding requirement for accountability and success within the agency.

Dealing with Mixed Reactions The practice of Accountability Driven Leadership, and the weekly SAF meeting can generate criticisms and complaints. As the light of accountability shines further and further into the agency, there will be resistance. “Why are we doing this?” “This takes too much time from my duties on the street.” “This is a waste of money.” “This process does not make a difference.” “We have worked very hard at this SAF stuff, but it does not appear to have worked.” This reaction is to be expected. By its very nature, this process highlights that small segment of the organization entrenched in the status quo. Negligible percentages of employees in every organization continually resist change, shun accountability, and work in opposition to agency leadership. Therefore, the affects of these employees must be planned for and managed carefully. Leadership must focus its energies on the overwhelming majority of employees who want to contribute to, and be part of, a successful organization. The Accountability Driven Leadership model adopted in the WSP allows for personalized remediation and intervention individually tailored to invigorate those that are resistant to

change. One of the most effective strategies for combating this negative influence is continuous internal and external messaging of the agency's vision, direction, challenges and successes. However, in the end, Accountability Driven Leadership exposes impediments to progress, obligating the agency's leadership to react with the best interest of the organization in mind.

Finally, it is important to note that the WSP was pursuing an adaptation of the COMPSTAT model in some form as early as the year 2000 and should be commended for that effort. However, substantive and needed changes were implemented in January 2002, to create a new Accountability Driven Leadership model within the WSP. Most importantly, the men and women of the WSP have dedicated their efforts to "making a difference" every day. The new SAF provides for an opportunity to focus the agency on core mission values and to ensure collaboration, coordination, and accountability in its systems and processes, in pursuit of its Accountability Driven Leadership model. It will always be the men and women of the Washington State Patrol who "make a difference every day" and who really are the central element of any success story.